

Chapter 12

Implementation

The adoption of this Comprehensive Plan creates an urban design framework around which future land use decisions are made. The implementation of the Plan is directed by land use regulations such as the zoning ordinance, subdivision ordinance and architectural guidelines, and these need to be fully integrated into the Plan's vision for the future. Quality urban design requires work by both the private sector (in defining specific market opportunities and project designs) and the public sector (in ensuring project land use compatibility within the context of the Comprehensive Plan). Developers and local officials need to become partners in the cooperative pursuit of maintaining and enhancing the image that is Williamsburg's alone.

ZONING ORDINANCE RECOMMENDATIONS

The City's Zoning Ordinance was initially adopted in 1947, substantially revised in 1966 and revised again in 1991 and 1998 to implement the recommendations of the last two Comprehensive Plans. While a complete revision of the Zoning Ordinance is not required to implement the 2005 Plan, there are numerous changes that are necessary to implement its goals and strategies. This section outlines the specific changes that should be made following the adoption of the Plan.

Center City Focus Area

The Center City Focus Area plans contained in *Chapter 10 – Commercial and Economic Development* mandate a coordinated approach to both the residential and commercial aspects of the area. Because of their interrelationships, a coordinated package of zoning changes should be adopted. These changes should be considered in two phases:

Phase 1 - Center City South

Zoning Text Changes

1. Revise the residential density in the LB-3 Limited Business Residential District to allow 8 dwelling units per net acre by right, and 14 dwelling units per net acre with a special use permit.
2. Revise the residential density in the RDT Downtown Residential District to allow 8 units per net acre by right, and 22 dwelling units per net acre with a special use permit.

Zoning Map Changes

1. Change the RDT Downtown Residential District on the east side of North Henry Street at Scotland Street to RS-2 Single Family Dwelling District as an interim step. The final zoning designation should be RS-3 Single Family Dwelling District.
2. Change the RM-1 Multifamily Dwelling District along South Henry Street south of South Boundary Street to RDT Downtown Residential District.

Phase 2 – Center City North

Zoning Text Changes

1. Revise the residential density in the B-1 Downtown Business District to allow 8 units per net acre by right, and 22 dwelling units per net acre with a special use permit.
2. Revise the residential density in the LB-1 Limited Business Downtown District to allow 8 units per net acre by right, and 22 units per net acre with a special use permit, with a maximum of 10 units allowed on an individual lot.
3. Extend the Downtown Parking District west from North Boundary Street to the Delly corner at Scotland Street and Richmond Road to allow the development of new businesses without requiring additional off-street parking.

Zoning Map Changes

1. Change the RDT Downtown Residential District for the northwest corner of Richmond Road and Armistead Avenue, and for the area bounded by Armistead Avenue/Scotland Street/North Boundary Street, to B-1 Downtown Business District.
2. Change the RDT Downtown Residential District for the Blayton Building at 613 Scotland Street by changing the area fronting on Scotland Street between the Blayton Building and the First Baptist Church parking lot to B-1 Downtown Business District (the remainder of the lot including the area between the Blayton Building and the Crispus Attucks Subdivision, will remain as RDT Downtown Residential District).

Richmond Road Focus Area

The Richmond Road Focus Area plans contained in *Chapter 10 – Commercial and Economic Development* describe a unified Mixed Use area for Richmond Road between Brooks Street and the Williamsburg Shopping Center. The following zoning changes should be adopted:

Zoning Text Changes

1. Create a new LB-2 Limited Business Neighborhood District. Uses such as single family and duplex dwellings, banks, bake shops, hotels/motels/timeshares with 10 or less rooms, museums and art galleries, places of worship and offices should be allowed by right, and uses such as restaurants, retail stores, hotels/motels/timeshares with more than 10 rooms, and multifamily dwellings should be allowed with a special use permit. Home studios for artists and artisans should also be allowed by right or with a special use permit, depending on their character and intensity. The residential density allowed should be 8 dwelling units per net acre by right and 14 dwelling units per net acre with a special use permit.

Zoning Map Changes

1. Change the LBR Limited Business Residential District and the portions of the B-3 General Business District that are designated as Mixed Use land use to LB-2 Limited Business Neighborhood District.

Bed and Breakfast Uses

The regulations for Room Rentals to Visitors (Bed & Breakfast) should be reevaluated and modified to grant additional flexibility to these uses so that they can continue as viable businesses along the residential corridors designated by the Zoning Ordinance (Richmond Road, Jamestown Road, Capitol Landing Road, Henry Street between Lafayette Street and Mimosa Drive, Lafayette Street and Page Street). To this end, the quotas for the residential corridors should be adjusted as needed, and the regulations should be amended to allow for the potential to increase the number of rooms rented, based on criteria to ensure compatibility with the adjoining neighborhoods.

Commercial Corridors

The plans for the Corridor Commercial areas contained in *Chapter 10 – Commercial and Economic Development* recommend an updating of the zoning regulations to more closely reflect the character of these corridors. The following zoning changes should be adopted:

Zoning Text Changes

1. Rename the B-2 Tourist Business District to the B-2 Corridor Commercial District.
2. Revise the use regulations to allow, with a special use permit, more intensive uses such as car washes, contractor's establishments, mini-storage warehouses, and printing and photocopying shops.
3. Revise the use regulations to allow multifamily dwellings with a special use permit use at a density of 14 dwelling units per net acre, with 67% of the floor area on an individual lot allowed to be used for residential uses.

Zoning Map Changes

1. Change the B-3 General Business District for the Second Street and Penniman Road area to B-2 Corridor Business District.
2. Change the B-3 General Business District at the southeast corner of Capitol Landing Road and Merrimac Trail to B-2 Corridor Business District.
3. Change the B-2 Corridor Business District for the properties fronting on Mill Neck Road and designated as Office land use to LB-4 Limited Business Corridor District.

Shopping Centers Area

The plans for the Shopping Centers Area at Richmond Road and Monticello Avenue in *Chapter 10 – Commercial and Economic Development* recommend the updating of this General Commercial area to better regulate the most urban of the City’s commercial corridors. The following zoning changes should be adopted:

Zoning Text Changes

1. Revise the use regulations to eliminate uses such as automobile dealerships, plant nurseries, car washes, contractor’s establishments, drug or alcohol treatment center, miniature golf courses, and mini-storage warehouses as either permitted or special use permit uses.
2. Revise the use regulations to allow multifamily dwellings a special use permit use at a density of 14 dwelling units per net acre (22 dwelling units per net acre for multifamily dwellings uses as housing for persons 55 years of age or older), with 67% of the floor area on an individual lot allowed to be used for residential uses.

Zoning Map Changes

1. Change the LB-4 Limited Business Corridor District on the north side of Monticello Avenue east of Treyburn Drive to the B-3 General Business District.

Mixed Use Areas

Three additional areas are designated as Mixed Use land use as detailed in *Chapter 10 – Commercial and Economic Development*: a small existing mixed use area on the south side of Penniman Road near the York County line; the east side of Ironbound Road south of Eastern State Corner, and the City-owned vacant land south of Berkeley Middle School on Strawberry Plains Road and the adjoining LB-4 Limited Business Corridor areas. The following zoning changes will apply to these properties:

Zoning Text Changes

1. The Mixed Use land use for these areas will be implemented by the new LB-2 Limited Business Neighborhood District. Uses such as single family and duplex dwellings, banks, bake shops, hotels/motels/timeshares with 10 or less rooms, museums and art galleries and offices should be allowed by right, and uses such as restaurants, retail stores, hotels/motels/timeshares with more than 10 rooms, and multifamily dwellings should be allowed with a special use permit. Home studios for artists and artisans should also be allowed by right or with a special use permit, depending on their character and intensity. The residential density allowed should be 8 dwelling units per net acre by right and 14 units per net acre with a special use permit.

Zoning Map Changes

1. The small existing mixed use area on the south side of Penniman Road should be rezoned to LB-2 Limited Business Neighborhood District.
2. The areas on Ironbound Road and Strawberry Plains Road should be considered for rezoning to LB-2 Limited Business Neighborhood District only when an acceptable master plan has been submitted for the property.

Medium Density Single Family Detached Areas

Four areas are designated as Medium Density Single Family Detached land use in *Chapter 8 – Neighborhoods and Housing*: the undeveloped portion of the Wales Subdivision, West Williamsburg along Lafayette Street, Brandywyne at Williamsburg on Capitol Landing Road (PDR Planned Development Residential District) and the Strawberry Plains Redevelopment Area (RS-2 Single Family Dwelling District with a special use permit for increased density).

Zoning Text Changes

1. Create a new RS-3 Single Family Dwelling District allowing single family detached dwellings at a density of five dwelling units per net acre.

Zoning Map Changes

1. Change the RS-2 Single Family Dwelling District for the Wales Subdivision to RS-3 Single Family Dwelling District.
2. Change the RS-2 Single Family Dwelling District for the West Williamsburg area along Lafayette Street to RS-3 Single Family Dwelling District.
3. Change the RS-2 Single Family Dwelling District on the east side of North Henry Street at Scotland Street to RS-3 Single Family Dwelling District.

Landscape Standards

The City's landscape standards, contained in the site plan section of the Zoning Ordinance, have not been revised since 1991. A major review and update of these regulations is needed, and well as the formulation of landscape standards that can be used in the evaluation of site plan submittals, similar to the way that the Design Review Guidelines are used by the Architectural Review Board in the review of building design in the architectural review districts. In addition, the Greenbelt standards in the Zoning Ordinance should be revised to allow for approval of modifications to provide needed visibility for adjacent commercial and economic development uses.

College Student Housing

The demand for student housing on the campus of the College of William and Mary and in the area surrounding the College has an impact on the largely single family neighborhoods adjacent to the College along Richmond Road and Jamestown Road. It is the responsibility of the College to provide an appropriate amount of student housing on campus. The City's zoning regulations should continue to allow student-oriented housing in appropriate off-campus locations to supplement the housing provided by the College.

Architectural and Archaeological Review

The City's survey and assessment of architectural resources in the Architectural Preservation District, completed in 1992, should be updated to allow the City to better evaluate the continued proposals for new development and redevelopment in the Architectural Preservation District. The Archaeological Protection District was established in 1995, and established preservation and study procedures for archaeological resources. The Archaeological Protection Districts should be expanded based upon the recommendations contained in *Chapter 6 – Community Character*.

Subdivision Ordinance

The City's Subdivision Ordinance has not had a major revision since 1958. The sections relating to required improvements, subdivision design standards and plat and plan requirements could stand significant updates. The ordinance should incorporate greater detail on design standards for both public and private streets as well as conditions relating to when other public improvements (such as sidewalks and curb and gutter) would be required.

Affordable Housing

Through the analysis in *Chapter 8 – Neighborhoods and Housing*, opportunities for affordable housing have been identified. The undeveloped section of the Wales Subdivision on Ironbound Road and a large vacant parcel on North Henry Street in Highland Park could be developed with single family detached housing similar in character to the Crispus Attucks and Strawberry Plains subdivisions. The Mixed Use land use areas south of Berkeley Middle School has a potential for both single family and multifamily affordable housing. The Blayton Building property on Scotland Street could be utilized for additional age restricted housing. There are opportunities in all of these areas for involvement of the Williamsburg Redevelopment and Housing Authority in the development, redevelopment and renovation of low and moderate income housing stock.

Neighborhoods

Over the past five years, the City has taken significant steps to promote property maintenance and neighborhood preservation. These important programs and initiatives should continue, since the character of the City is determined in large part by the quality of its residential neighborhoods. These programs include:

- Offering incentives to encourage owner-occupied housing, such as the program promoted by the Williamsburg Redevelopment and Housing Authority to give them first right of refusal for the purchase of single family houses through the recordation of restrictive covenants.
- Enforcing the City's property maintenance code on a consistent citywide basis.
- Enforcing the Residential Rental Inspection Program.
- Identifying necessary infrastructure improvements and including them in the City's Capital Improvement Program.
- Continually reviewing the City's zoning regulations to make sure that they adequately protect the character of the City's neighborhoods.
- Pursuing grants and Community Development Block Grant programs to improve infrastructure and housing (e.g. Wales, Strawberry Plains, and Braxton Court).
- Continually updating the City's Neighborhood Guide, which provides information to assist citizens in utilizing programs and activities offered by the City government.
- Supporting the Neighborhood Watch program.
- Supporting the Neighborhood Council, giving a voice to neighborhoods citywide.

Economic Development

The stated goal for the City's economy is to increase employment opportunities, income, business success, and City revenues by supporting and promoting the City's tourism base and other development and redevelopment opportunities. The importance of economic development to the City has been demonstrated by the hiring of the City's first Economic Development Manager in 2005. Plans and policies for commercial and economic development issues are found throughout this Plan, but most specifically in *Chapter 10 – Commercial and Economic Development*. Some of the major implementation measures are:

- Develop a comprehensive economic development strategy and promotion program which emphasizes the strengths of the City's economic development climate and identifies opportunities (land, labor, governance, education, etc.) for both new and existing businesses.
- Identify areas suitable for infill development and redevelopment, and develop strategies to encourage such development and redevelopment.
- Participate in efforts to advance regional tourism and economic development goals both within the Historic Triangle and the greater Hampton Road region.

- Cooperate with the Colonial Williamsburg Foundation, the College of William & Mary, and Riverside Healthcare Systems to coordinate their land use planning and economic development efforts with the City's Comprehensive Plan.

INTER-JURISDICTIONAL COOPERATION

The concept of "regionalism" in planning is widely promoted within the City and surrounding jurisdictions. Regional approaches to schools, libraries, parks and recreation programs have been successfully orchestrated and implemented by and between the three locales. In the coming years inter-jurisdictional cooperation will need to focus on environmental, transportation and economic development issues. Efforts should also be made for comprehensive and coordinated design review standards along major tourist access corridors.

CAPITAL IMPROVEMENT RECOMMENDATIONS

Capital Improvements are new or expanded physical facilities for the community that are of relatively large size, are relatively expensive and are permanent in nature. Examples relating to the Comprehensive Plan recommendations are street improvements, public buildings and park improvements. Capital Improvements are accounted for in the City budget in either the Sales Tax Fund for general improvements, or the Utility Capital Improvement Fund for water and sewer related projects.

Revenues of the Sales Tax Fund are derived from the 1% Sales Tax that is collected and distributed monthly by the state. All taxable purchases in the Commonwealth of Virginia are charged at the rate of 4.5%, one percent of which is returned to localities by law. It has been the policy of the City Council for over 20 years to use this revenue to fund General Fund capital projects in the City. Examples of projects completed with the use of these funds are schools, municipal buildings, land acquisition, and street construction. Sales tax revenues generate approximately \$4.0 million per year. The City intends to continue to fund the majority of its General Fund Capital Improvement Program (CIP) needs from the Sales Tax Fund on a pay as you go basis, and to pay for the bond debt service from the Sales Tax Fund for existing and future borrowing. Capital Improvements for the water and sanitary sewer system are funded from the Utility Fund, not the General Fund.

The City's Five Year CIP is reviewed by both Planning Commission and City Council annually, and is adopted by City Council as a part of the City's annual budget. The Comprehensive Plan should be consulted annually in the development of the Capital Improvements Program.

The following list of capital improvement projects are supported by the Comprehensive Plan:

Transportation

Streets

- Richmond Road Improvement Project – Brooks Street to New Hope Road
- Treyburn Drive
- Quarterpath Road Improvements
 - Quarterpath Road/Route 199 intersection improvements
 - Quarterpath Road/York Street intersection improvements
 - Quarterpath Road widening/improvements between York Street and Route 199
- Monticello Avenue/Ironbound Road intersection improvements
- Ironbound Road widening – Longhill Connector to Richmond Road
- Patriot Lane/Richmond Road Intersection Improvements
- Monticello Avenue Improvements (refined parkway concept)

Bikeways

- Major Bikeway Improvements, including:
 - Quarterpath Road Multi-Use Path
 - Kiwanis Park Multi-Use Path
 - Capitol Landing Road Shoulder Bike Lanes (Colonial Parkway to Merrimac Trail)

Sidewalks

- Major Sidewalk Improvements, including:
 - Center City area
 - Lafayette Street
 - Jamestown Road (William and Mary improvements)
 - Capitol Landing Road
 - Merrimac Trail
 - Parkway Drive
 - Bypass Road
 - Quarterpath Road

Beautification and Underground Wiring

Beautification

- Development of design standards for sidewalks, lighting and other streetscape elements.
- Planting of additional street trees where possible.

Underground Wiring

- Lafayette Street (Botetourt to Waller Street)
- South Henry Street (Newport Avenue to The Coves)
- Route 132 (CSX Railroad to Visitor Center Drive)
- Richmond Road (Va. Power Easement to West City Limits)

Stormwater Management

- Regional BMP at High Street Williamsburg (Treyburn Drive)
- Regional BMPs at Quarterpath at Williamsburg (Quarterpath Road)

Municipal Center

- New Williamsburg Redevelopment and Housing Authority Building (Armistead Avenue)
- New Emergency Operations Center and Fire Administration Offices (North Boundary Street)
- New or Renovated Council Chamber and City Hall (Stryker Building, North Boundary Street)
- Police Station infill expansion (Armistead Avenue)

Other Public Building

- Ironbound Road Fire Station

Parks, Recreation and Open Space

Passive Parks

- College Creek Parks
 - Papermill Creek Park – design and construction
 - College Creek Nature Area – acquisition
 - College Creek Conservation Area – pedestrian connection to College Landing Park
- Redoubt Park – design and construction
- Capitol Landing Park – acquisition, design and construction

Active Parks

- Kiwanis Park Master Plan Improvements
 - Relocation and improvement of two existing lighted ball fields
 - Development of third lighted ball field
 - New concessions and restroom building
 - Upgrade parking facilities
 - Development of biking and walking trails
- Strawberry Plains Park – design and construction

Utility Improvements

- Water Storage in Route 60 East area (Quarterpath at Williamsburg)
- Water Storage Tank in Richmond Road/Mooretown Road area
- Water Main extensions to serve new development
- Water System improvements
- Sanitary Sewer Main extensions to serve new development
- Sanitary Sewer Main improvements and rehabilitation
- Watershed protection and water quality at Waller Mill Reservoir